

**CORRECTIONAL AND STATE
INSTITUTIONS STANDING COMMITTEE**

**SUBCOMMITTEE TO EXAMINE
SALARY STRUCTURE FOR STATE
CORRECTIONAL EMPLOYEES**

December 15, 1999

Correctional and State Institutions Standing Committee
Subcommittee to Examine Salary Structure for State Correctional
Employees

1999

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NOTE: Due to time constraints, specific data concerning salaries provided by the Department of Corrections could not be included in this report. This information is available for review in both Speaker Steve Gaw's and Representative Randall Relford's offices.

SUMMARY OF ISSUES BASED ON TESTIMONY HEARD AND REVIEWED

ISSUES

1. Dangerous Positions

The correctional institution employee is a unique individual in the state system. There are no non-essential correctional employees. Every employee in a correctional institution must be ready at all times to assist in the care, supervision and safety of the offenders. The safety of other correctional employees must also be a priority for every correctional employee. Correctional employees keep law-abiding citizens safe from offenders. This is accomplished by the outstanding efforts of the corrections officers, teachers, cooks, storekeepers, probation and parole officers and maintenance staff who provide care, safety, education, counseling, first aid and other basic needs to incarcerated offenders. Also essential to this effort are the probation and parole officers, the women and men who are on the front line providing supervision and assistance for those offenders who have re-entered society.

Each employee working in a correctional institution must be able to assume multiple roles. The Department employee must be a teacher, motivator, mediator, role model, counselor and supplier of first aid, in addition to fulfilling other primary job responsibilities. These roles are interchangeable at any moment. The correctional officer may have hundreds of offenders under his or her immediate supervision. All must be considered at least potentially violent. The ratio of one correctional officer, especially if he or she is not highly experienced, to two hundred offenders is not acceptable. The danger this presents to both the state's employees and to the public at large is too horrendous to imagine.

The teacher is regularly in a classroom with twenty or more offenders, any or all of which may be violently dangerous. Rarely is there more than one correctional officer in the classroom and many times there is none. The clerical staff may have offenders working in the office, with or without a correctional officer present. Those clerical staff in the confinement area are expected, during an emergency, to assist the correctional officers in many ways. Staff testified that their duties may range from assisting in the lockdown of the institution to staffing the kitchen and cafeteria, all of which place them in the dangerous situation of being directly involved with offenders. The cooks normally have fifteen to twenty offenders working in the kitchen, which may be the most dangerous single place in a correctional institution. There are always weapons readily available to the offenders in a

kitchen, ranging from knives and forks to skillets and pans.

As dangerous as a kitchen in a correctional institution may be, the working environment of the probation and parole officers provide even greater threats. An offender being supervised may be in possession of a firearm, knife or other dangerous weapon. Offenders may bring such weapons to the probation and parole office when being subject to revocation of parole. The danger of such a situation cannot be overstated. These officers are also required to visit the offender in his or her home. If one of these visits take place during the commission of an illegal act, any of those involved can become immediately and dangerously violent toward the officer. While the officers may now carry concealed handguns, the handguns and ammunition are at the expense of the officer. An officer who, off duty, sees an offender in a bar may be expected to report the violation. Thus, the probation and parole officer may be in a dangerous position even when not actually on the clock.

Department of Corrections employees, both probation and parole and at the correctional institution, are subject to many threats, all of which are potentially disastrous. The threats range from physical danger, like overt physical threats and the risk of communicable diseases, to mental harassment and threats of litigation. Unsubstantiated accusations from offenders can require the placement of an employee on administrative leave for up to six months, or even a year, for investigation. Such lengthy investigations damage both the reputation and the morale of the employee charged.

There are many positions within the Department of Corrections. The level of personal danger varies, but it only takes contact with one offender to be seriously injured or killed. These employees live with that threat every day. No other position in the state comes with as many risks as those within the Department, including the risk that the employee might not come home that night.

2. Changes in System

Over the last decade, positions in the Department of Corrections have greatly changed. Changes in state and federal law have increased the demands on the employees. The number of prisoners, probationers and parolees have multiplied, as have the number of correctional institutions, with three more opening in the near future. This has caused a high rate of turnover in the employees currently in the system and with the additional institutions opening, as well as the increases in the numbers of supervised offenders, there will be even more. The turnover significantly affects morale; not only may current employees begin to feel trapped in a job that offers little potential, they are constantly having to adapt to new management styles and new co-workers with untested abilities.

Changes in technology require training, especially in the computer and maintenance areas. Unfortunately, budgets for such training have been severely limited. The employees currently in place have excelled at keeping up to date on the technology, but without more money for training, these systems will not work at peak efficiency and may not be useable at all. Money for training is not the only obstacle. The state must also ensure additional personnel are available to cover those areas when training is necessary to adequately cover shifts.

Money for training is also essential in other areas of the Department. Teachers are required by state law to keep up with continuing education to remain certified. Increases in state diagnostic services also means additional training requirements and certification costs. Counselors for the offenders must also keep up to date, or they will become useless. All of these requirements are the product of changes to state law. The state needs to continue to support those people who's purpose is to make the state safer to live in for all of our citizens.

Between complex systems and increased job demands, the state needs employees with solid educational and skill backgrounds. The state also needs to keep those employees trained with the most up to date technology and theories. Most importantly, the state needs to retain those employees with valuable training, education and experience, rather than losing them to other positions.

3. The Crisis

The crisis facing Department of Corrections employees, as well as the Department as a whole, is one that has a direct affect on the recruitment and retention phases of employment, which is fueled by low starting salary and very small incremental raises for long-term employees. This crisis imposes hardships on employees, who work for less pay than their state and federal counterparts, and who cannot afford to take a promotion because the salary increase is not enough to make up for the increased work load, as well as their families, who bare the brunt of tight budgets and long, stressful workdays. It affects all of the men and women who make up the interdependent team that is the Department of Corrections: corrections officers, case workers, supervisors, cooks, educators, social workers, chaplains and probation and parole officers. This crisis is felt throughout the department, too, as the strong economy already makes good employees difficult to hire, especially without a salary appropriate to the dangers and responsibilities of these positions. With fewer qualified employees applying for openings, and less experienced employees staying, the resources of the Department are strained, the employees on staff are exhausted, and public safety is potentially at risk.

According to a 1998 survey by the American Federation of State, County and Municipal Employees, Missouri ranked thirtieth out of the fifty states for correction officer wages. Probation and parole officers also make significantly lower salaries than officers working in surrounding states. Several officers testified that they make less than the former offenders they supervise. The cost of providing for a family or even a single person require Department employees to take second or occasionally third jobs. Based on an informal poll taken by an officer at the Moberly Correctional Center, sixty-five percent of employees there have second jobs. In an atmosphere that is ripe for bribes and corruption, such low salaries are a small reward for the vast majority of Department employees that do not participate in such activities. Further, it is not uncommon for employees to be eligible for state assistance. Because it is difficult to meet monthly needs on a Department salary, employees are unable to continue their education for advancement. Sometimes necessary training seminars and classes are unavailable due to these constraints.

Serious review of recruitment considerations must take place. The starting salary range for Department of Corrections employees is lower than most surrounding states, the national average and

the federal starting salary. It is also lower than most other law enforcement positions in Missouri. Thus, there is no incentive for the most competent employees to register for positions for which they will not be compensated adequately. As a result, the skill and education threshold for new employees has been steadily lowered, in the face of fewer applicants and an increasing number of positions. Further, on the job training is minimal and mentoring is inadequate, if available at all. These factors combined do not encourage the high caliber of employees the risks of the Department of Corrections demands.

In addition, much work needs to be done towards making the retention of experienced employees a reasonable goal and expectation, rather than an exceptional circumstance. As with starting salaries, continuing salaries are comparatively low, as opposed to similar positions within the State of Missouri, along with surrounding states' and federal positions. Most significantly, the value of a promotion is relatively low within the Department. Step increases correspond with only slightly higher salaries, but significantly larger work loads. Several officers and case workers testified that they had to turn down such "promotions."

Aside from salary issues, a number of Department practices do little to ensure employees will stay for more than an opportunity for training before leaving for another, better-paying job. Rules concerning compensatory time vary wildly within the Department, from institution to institution, and appear to satisfy relatively few employees. Some employees testified that their supervisors required overtime hours to be taken within the week, and were sent home after reporting for work. Some testified that the hours could be taken with more discretion, but because the prisons are usually understaffed, the hours could not be taken. No employees testified that they received overtime payments instead compensatory time. Further, employees testified that no shift differential is provided for those employees who work the evening/early morning shift. No consideration is given for employees who wish to change from one job classification to another; instead, the former employment background is ignored and the employee starts as a "new" employee. The job classifications themselves are significantly outdated and not reflective of the new duties and increased workload placed on virtually every Department employee. Training is not provided when needed, and the costs of certification and outside training are not compensated. Maintenance staff, in particular, testified that their very complex jobs require constant training and updating to master the wide variety of constantly-changing systems in the prison. Similarly, if probation and parole officers wish to carry their own firearms, they must provide the weapon, the supplies and the training themselves.

It is of vital importance that the state give this crisis concerning the Department of Corrections immediate and decisive attention. Although the subcommittee is of uniform agreement that some of the finest employees in Missouri serve in the Department, this will not always be the case. The safety of the public is worth the time and effort to reward these positions with the respect they demand.

RECOMMENDATIONS

1. Achieve Parity

Missouri Department of Corrections salaries should be increased so that they are closer to those in other states and similar positions within the state.

2. Revamp Step and Rank System

The current system needs revision to avoid the stagnation that many employees experience at upper levels of employment.

3. Reclassify Most If Not All Positions To Account for New Responsibilities

The job classifications have not been reclassified for a number of years, which discounts the added responsibilities and changes in job duties that have resulted from more prisoners, less staff and more complex systems.

4. Make Salaries More Distinguishable between the Ranks

There is functionally little difference between new officers and long-time veterans of the Department of Corrections, except for responsibility, which grows exponentially in comparison to any slight salary increase with promotions.

5. Examine the Feasibility of an Employee Choice between Overtime and Compensatory Time

Many employees indicated that they would prefer to work and receive overtime, rather than compensatory time, especially in light of the staffing crunch that often prevents compensatory time from being taken.

6. Pay out Compensatory Time Quarterly or at the End of Every Month Instead of Yearly

Employees not only endorsed the concept of overtime in exchange for compensatory time, but expressed a desire that the payouts be scheduled periodically throughout the year, for more financial flexibility.

7. Provide a Shift Differential

Because the shifts are determined according to seniority, it is the newest employees who have the difficult task of working the "third shift." A shift differential would compensate the men and women who rearrange their family schedule to accommodate these hours.

8. Compensate Employees for Costs of Training, Certification and Necessary Equipment

To have the skilled employees the Department of Corrections needs, the education and equipment necessary to do the job must not only be available, but should be encouraged.

9. Organize a Formal Mentoring Program

As a component of the training for new employees, they should be paired with experienced employees, for more "hands-on" training and to serve as a support system for the demands of the position.

10. Swiftly Resolve Investigations of Employees on Paid Administrative Leave

Slow investigations and resolutions of employee misconduct issues are of enormous cost to the employees and the institutions they work for, in terms of staffing shortfalls, and the State of Missouri, with regard to the resulting financial implications.

11. Address the Salaries, Ranks and Steps of those Workers Who Missed Advancement at the Initial COMAP Reorganization

The needs of these employees need to be addressed immediately, to correct the current situation in which some employees with less experience are making more than long-term employees.

APPENDIX

Witness Names, Addresses and Occupations

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- FCC - Farmington Correctional Center
- FRDC - Fulton Reception and Diagnostic Center
- JCCC - Jefferson City Correctional Center
- MCC - Moberly Correctional Center
- MECC - Missouri Eastern Correctional Center (Pacific)
- MTC - Maryville Correctional Center
- NECC - Northeast Correctional Center (Bowling Green)
- OCC - Ozark Correctional Center (Fordland)
- PCC - Potosi Correctional Center
- P&P - Probation and Parole employee
- SCCC - South Central Correctional Center (Licking)
- SLCRC - St. Louis Community Release Center
- TCC - Tipton Correctional Center
- WERDCC - Womens' Eastern Reception, Diagnostic and Correctional Center (Vandalia)
- WMCC - Western Missouri Correctional Center (Cameron)
- WRDCC - Western Reception, Diagnostic and Correctional Center (St. Joseph)

CORRECTIONAL INSTITUTIONS CODE

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- BCC - Boonville Correctional Center
- CCC - Chillicothe Correctional Center
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- OCC - Ozark Correctional Center (Fordland)
- PCC - Potosi Correctional Center
- P&P - Probation and Parole employee
- SCCC - South Central Correctional Center (Licking)
- SLCRC - St. Louis Community Release Center
- TCC - Tipton Correctional Center
- WERDCC - Womens' Eastern Reception, Diagnostic and Correctional Center (Vandalia)
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